# Chapter 07 Coordination & Cooperation Changes Draft

# Chapter/Page 07-01; Line 8-10; Release January 2006 Introduction

Fire management planning, preparedness, prevention, suppression, fire use, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners. ? The same capabilities used in wildland fire management will also be used, when appropriate and authorized, on non-fire incidents in the United States and on both wildland fires and non-fire incidents internationally.

Successful implementation of any wildland fire management program is dependent on good coordination and cooperation with and between other agencies. This requires an understanding of agencies' organizational structures and their roles in fire management. This understanding, coordination, and cooperation will enhance efficiency across jurisdictional boundaries.

# Chapter/Page 07-01; Line 14-39; Release January 2006? National Wildland Fire Cooperative Agreements

# USDOI and USDA Interagency Agreement for Fire Management

The objectives of the Interagency Agreement for Fire Management Between the Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National Park Service (NPS), Fish and Wildlife Service (FWS) of the United States Department of the Interior (DOI) and the Forest Service (FS) of the United States Department of Agriculture are:

- To provide a basis for cooperation among the agencies on all aspects of wildland fire management and as authorized in non-fire emergencies.
- To facilitate the exchange of personnel, equipment (including aircraft), supplies, services, and funds among the agencies.

# DOI, USDA, and DOD Interagency Agreement

The purpose of the Interagency Agreement for the Provision of Temporary Support During Wildland Firefighting Operations among the United States Department of the Interior, the United States Department of Agriculture, and the United States Department of Defense is:

To establish the general guidelines, terms and conditions under which NIFC will request and DoD will provide temporary support to NIFC in wildland fire emergencies occurring within all 50 States, the District of Columbia, and all U.S. Territories and Possessions, including fires on States and private lands. It is also intended to provide the basis for reimbursement of DoD under the Economy Act.

These and other agreements pertinent to interagency wildland fire management can be found in their entirety in the *National Interagency Mobilization Guide* (National Fire Equipment System publication # 2092).

Under the Interagency Agreement for Fire Management, Interior agencies support the Forest Service's efforts in international disaster response. The Forest Service has an agreement with the U.S. Agency for International Development's Office of Foreign Disaster Assistance (OFDA) to support OFDA's international disaster relief activities.

Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended), wildland agencies provide assistance to Presidential declared disasters and emergencies nationwide. The Federal Emergency Management Agency (FEMA) is the overall coordinator of the National Response Plan (NRP) Federal Response Plan (FRP).

The fire suppression assistance portion of the Stafford Act for state and municipalities is managed by FEMA. Per CFR Part 204 FEMA manages the Fire Management Grant Assistance Program. The USDA Forest Service (FS) and the USDOI Bureau of Land Management (BLM) (in Alaska only) are required to provide Principal Advisor services to FEMA in the implementation of the Fire Management Grant Assistance Program.

#### **Outside Agency Agreement**

The authority for rendering emergency fire or rescue assistance outside of the agencies is given through the Reciprocal Fire Protection Act of May 27, 1955 (69 Stat. 66), and the *DOI Departmental Manual*, 620 *DM*.

## Chapter/Page 07-2/3; Line 05-44; Release January 2006

? The Council consists of the Department of Agriculture's Undersecretary for Natural Resources and the Environment and the Chief of the U.S. Forest Service, the Department of the Interior's Directors of the National Park Service, the Fish and Wildlife Service, and the Bureau of Land Management, the Assistant Secretary of Indian Affairs and the Chief of Staff to the Secretary of the Interior. Staffing the Council will be coordinated by the Department of Agriculture's Office of Fire and Aviation Management and the Department of the Interior's Office of Wildland Fire Coordination.

Members of the WFLC represent the USDA Forest Service and Department of the Interior's Bureau of Indian Affairs, Bureau of Land Management, US Fish and Wildlife Service, and the National Park Service. Other participants include the National Association of Counties, Intertribal Timber Council, National Governors Association, Federal Emergency Management Agency, and the National Association of State Foresters representing local, state, and tribal governments.

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2006 Changes 07-2

#### Office of Wildland Fire Coordination (OWFC)

The Office of Wildland Fire Coordination is a Department of Interior organization that provides management, coordination, and oversight for the department's wildland fire management programs and policies. It coordinates efforts between wildland fire management bureaus and other federal and non-federal groups.

## Office of Wildland Fire Coordination (OWFC)

The Office of Wildland Fire Coordination (OWFC) is a Department of Interior organization responsible for managing, coordinating and overseeing the Department's wildland fire management programs and policies. They include: smoke management, preparedness, suppression, emergency stabilization and rehabilitation, rural fire assistance, prevention, biomass, hazardous fuels, budget and financial initiatives, and information technology. The OWFC also coordinates with interagency partners including government and non-government groups.

#### The National Fire and Aviation Executive Board (NFAEB)

The Council is a self directed group comprised of the federal agency Fire Directors which provides a forum for discussion in which federal issues, both short and long term, can be resolved. It is authorized based on the master agreement between the Forest Service and DOI agency directors. The Council seeks to improve coordination and integration of federal fire and aviation programs while recognizing individual agency missions. The Council deals with long term strategic views and fosters improved integrated operations at national, geographic, and local levels. Teams may be established as needed by the Council to address specific federal issues.

#### The National Fire and Aviation Executive Board (NFAEB)

The National Fire and Aviation Executive Board (NFAEB) is a self-directed group comprised of the federal agency Fire Directors established to resolve wildland fire management issues common to its members. The board seeks to improve coordination and integration of federal fire and aviation programs, while recognizing individual agency missions. The Board focuses on issues currently impacting wildland fire management and provides a forum for better utilization of fire management resources.

### **National Wildfire Coordinating Group (NWCG)**

The purpose of the NWCG is to improve the effectiveness and efficiency of all federal, tribal, and state wildland fire management agencies in the United States. The group accomplishes this goal by coordinating the programs of the participating agencies in order to work together constructively. The NWCG provides a formalized system through which agreement may be reached on substantive issues in fire management. Agreed on policies, standards, and procedures are then implemented directly by each agency. Each agency will identify a representative to NWCG.

#### **National Wildfire Coordinating Group (NWCG)**

The National Wildfire Coordinating Group (NWCG) is made up of the USDA Forest Service; four Department of the Interior agencies: Bureau of Land Management (BLM), National Park Service (NPS), Bureau of Indian Affairs (BIA), and the Fish and Wildlife Service (FWS); and State forestry agencies through the National Association of State Foresters. The purpose of NWCG is to coordinate programs of the participating wildfire management agencies so as to avoid wasteful duplication and to provide a means of constructively working together. Its goal is to provide more effective execution of each agency's fire management program. The group provides a formalized system to agree upon standards of training, equipment, qualifications, and other operational functions.

#### Federal Emergency Management Agency (FEMA)

Under provisions of the Robert T. Stafford Disaster and Emergency Assistance Act (P.L. 93-233, as amended) and the Executive Order 12148, Federal Emergency Management (July 20, 1979, as amended) Wildland Fire Management Agencies can provide assistance to Presidential declared disasters and emergencies nationwide. The Federal Emergency Management Agency (FEMA) is the overall coordinator of the National Response Plan (NRP), which guides federal agencies and the American Red Cross in response activities. Operations have been grouped into 15 Emergency Support Functions (ESFs). The Forest Service is the primary agency for ESF #4 Firefighting. DOI shares primary agency responsibilities with the USDA for ESF #11 Agriculture and Natural Resources. Both DOI and FS are listed as support agencies in a number of the emergency support functions.

Federal Response Plan (FRP), which guides 26 Federal agencies and the American Red Cross in response activities. In the FRP, the Forest Service is the primary agency responsible for emergency support functions under firefighting.

## Federal Fire and Aviation Safety Team (FFAST)

This team is comprised of fire and aviation safety representatives from the federal wildland fire agencies and the Aviation Management Directorate (ADM), of the National Business Center. The National Fire and Aviation Management Executive Board charters a FFAST. It functions as a single federal wildland fire and aviation safety staff to oversee and monitor national fire and aviation safety practices, and make recommendations to improve safety and prevent accidents.

2006 Changes 07-4 Release Date: January 2006

#### National Wildland Fire Management and Coordination System

## **National Multi-Agency Coordination**

# (MAC) Group

The national MAC group is comprised of the Fire Directors or their designees of the BLM, FS, BIA, NPS, FWS, FEMA, a State Foresters' representative, and a representative of the NWS. The BLM, BIA, FS, NPS, and FWS directors at NIFC have written delegated authority from their respective agency heads to:

- Represent their agency on all matters related to wildland fire operations.
   This includes membership on the national MAC group, determining national priorities, and allocating or reallocating incident resources.
- Represent the states' interests in the absence of the State Foresters' representative, as established in the agreement with the National Association of State Foresters.
- When National Preparedness reaches levels 4 and 5, the national MAC group is activated and briefings are conducted twice daily to establish priorities and direction for wildland fire activities.

# **Multi-Agency Management and Coordination**

### **National Multi-Agency Coordinating Group**

National multi-agency coordination is overseen by the National Multi-Agency Coordination (NMAC) Group, which consists of one representative each from the following agencies: Bureau of Land Management (BLM), Fish and Wildlife Service (FWS), National Park Service (NPS), Bureau of Indian Affairs (BIA), Forest Service (FS), National Association of State Foresters (NASF), and the Federal Emergency Management Agency – United States Fire Administration (FEMA-USFA), who have been delegated authority by their respective agency directors to manage wildland fire operations on a national scale when fire management resource shortages are probable. The delegated authorities include:

- Provide oversight of general business practices between the National Multi-Agency Coordination (NMAC) group and the Geographic Area Multi-Agency Coordination (GMAC) groups.
- Establish priorities among geographic areas.
- Direct, control, allocate and reallocate resources among or between geographic areas to meet NMAC priorities.
- Implement decisions of the NMAC.

## **Geographic Area Coordinating Groups**

Geographic area multi-agency coordination is overseen by Geographic Area Multi-Agency Coordinating (GMAC) Groups, which are comprised of geographic area (State, Region) lead administrators or fire managers from agencies that have jurisdictional or support responsibilities, or that may be significantly impacted by resource commitments. GMAC responsibilities include:

- Establish priorities for the geographic area.
- Acquire, allocate, and reallocate resources.
- Issue coordinated and collective situation status reports.

## Sub-Geographic/Local Area Multi-Agency Coordinating Groups

Sub-geographic or local area multi-agency coordination is overseen by Sub-Geographic/Local Area Multi-Agency Coordinating Groups, which are comprised of local area lead administrators or fire managers from agencies that have jurisdictional or support responsibilities, or that may be significantly impacted by resource commitments. Local MAC responsibilities include:

- Establish priorities for the local area.
- Acquire, allocate, and reallocate resources.
- Issue coordinated and collective situation status reports.

For additional information on MAC Groups see Chapter 11 of this book, Chapter 30 of the *National Interagency Mobilization Guide*, or pertinent Geographic Area mobilization guides.

# Chapter/Page 07-4; Line 23-45; Release January 2006 National Interagency Coordination Center (NICC)

The National Interagency Coordination Center (NICC) is located at the National Interagency Fire Center (NIFC), Boise, Idaho. The principal mission of the NICC is the cost-effective and timely coordination of land management agency emergency response for wildland fire at the national level. This is accomplished through planning, situation monitoring, and expediting resources orders between the Bureau of Indian Affairs (BIA) Areas, Bureau of Land Management (BLM) States, National Association of State Foresters (NASF), Fish and Wildlife Service (FWS) Regions, Forest Service (FS) Regions, National Park Service (NPS) Regions, National Weather Service (NWS) Regions, ? Federal Emergency Management Agency (FEMA) Regions through the United States Fire Administration (USFA), and other cooperating agencies.

NICC works with Geographic Area Coordination Centers (GACCs), as well as with other countries (e.g. Canada and Mexico). NICC coordinators also interact with the directors of fire and aviation programs, as well as with the national MAC Group.

? NICC supports non-fire emergencies when tasked by an appropriate agency, such as FEMA, through the National Response Plan. NICC collects and consolidates information from the GACCs and disseminates the *National Incident Management Situation Report* through the NICC website at http://www.nifc.gov/nicc/sitreprt.pdf

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2006 Changes 07-6 Release Date: January 2006

Plan. NICC collects and consolidates information from the GACCs and disseminates the *National Incident Management Situation Report*. This report is sent to the GACCs, agency directors, and Washington Office personnel.

# Chapter/Page 7-05; Line 19-25; Release January 2006 Local Dispatch Centers

Local dispatch centers, ? usually interagency in nature, are located throughout the country as dictated by the needs of fire management agencies. The principal mission of a local dispatch center is to provide safe, timely, and cost-effective coordination of emergency response for all incidents within its specified geographic area. This most often entails the coordination of initial attack responses and the ordering of additional resources when fires escape initial attack.

# Chapter/Page 07-5; Line 40-42; Release January 2006? Standards for Cooperative Agreements

# Chapter/Page 07-7; Line 14-19; Release January 2006 Annual Operating Plans (AOPs)

Each agreement shall be accompanied by an Annual Operating Plan, which shall be reviewed, updated, and approved prior to the fire season. The plan may be amended after a major incident as part of a joint debriefing and review.

- The plan shall contain detailed, specific procedures which will provide for safe, efficient, and effective operations.
- A completed and authorized Continuity of Operations Plan (COOP) is required for each federal communications center.

# Chapter/Page 07-7; Line 38-39; Release January 2006 Communications

? Radios being used in wildland firefighting operations must be able to function in both wideband and narrowband mode. In mutual aid situations, a common designated radio frequency identified in the operating plan should be used for incident communications.

# Chapter/Page 07-9; Line 22-26; Release January 2006

#### ? Emergency Assistance

Emergency assistance may be provided by agencies to adjacent jurisdictions upon their request, without a formalized agreement. However, to provide safe, efficient, and effective emergency responses, units must enter into agreements with emergency response agencies. The appropriate Agency Administrator must approve local emergency response.

# **Emergency Assistance**

Approved, established interagency emergency assistance agreements are the appropriate and recommended way to provide emergency assistance. If no agreements are established, refer to your agency administrator to determine the authorities delegated to your agency to provide emergency assistance.

# Chapter/Page 07-9/End; Line 39/End; Release January 2006

## ? FEMA and the Wildland Fire Program

FEMA guides federal agencies and the American Red Cross in response activities. The National Response Plan (NRP) 26 federal agencies and the American Red Cross in response activities. The Federal Response Plan (FRP) is based on the fundamental assumption that a significant disaster or emergency will overwhelm the capability of state and local governments to carry out extensive emergency operations. These operations have been grouped into 15 12 Emergency Support Functions (ESFs); departments and agencies have been assigned primary and support responsibilities for each of these functions.

The firefighting function in the NRP under the authority of the Stafford Act is ESF4. fire suppression assistance portion of the Stafford Act for state and municipalities is ESF4. The primary lead federal agency for ESF4 is the USDA Forest Service with the Department of the Interior as a supporting agency.

The Agriculture and Natural Resource function in the NRP is ESF11. USDA and DOI share primary agency responsibilities for these activities.

### ? Domestic Non-Wildland Fire Coordination and Cooperation

#### **Homeland Security Act**

The Homeland Security Act of 2002 (Public Law 107-296) established the Department of Homeland Security with the mandate and legal authority to protect the American people from the continuing threat of terrorism. In the act, Congress also assigned DHS as the primary focal point regarding natural and manmade crises and emergency planning.

## **Stafford Act Disaster Relief and Emergency Assistance**

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) establishes the programs and processes for the Federal Government to provide disaster and emergency assistance to States, local

2006 Changes 07-8 Release Date: January 2006

governments, tribal nations, individuals, and qualified private non-profit organizations. The provisions of the Stafford Act cover all hazards including natural disasters and terrorist events. In a major disaster or emergency as defined by the act, the President "may direct any Federal agency, with or without reimbursement, to utilize its authorities and the resources granted to it under Federal law (including personnel, equipment, supplies, facilities, and managerial, technical, and advisory services) in support of State and local assistance efforts."

#### **Homeland Security Presidential Directive-5**

HSPD-5, Management of Domestic Incidents, February 28, 2003, is intended to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system. HSPD-5 designates the Secretary of Homeland Security and the Principal Federal Official (PFO) for domestic incident management and empowers the Secretary to coordinate Federal resources used in response to or recovery from terrorist attacks, major disasters, or other emergencies in specific cases.

# **National Incident Management System (NIMS)**

HSPD-5 directed that the DHS Secretary develop and administer a National Incident Management System (NIMS) to provide a consistent, nationwide approach for Federal, State, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concept, principles, terminology, and technologies covering the incident command system: multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources.

# **National Response Plan**

Federal disaster relief and emergency assistance are managed under the Department of Homeland Security/Emergency Preparedness and Response/Federal Emergency Management Agency (DHS/EPR/FEMA) using the National Response Plan (NRP). The NRP, using the NIMS, is an all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents. The NRP provides the structure and mechanisms for the coordination of Federal support to State, local, and tribal incident managers and for exercising direct Federal authorities and responsibilities.

# **Emergency Support Function (ESF) Annexes**

The NRP includes 15 Emergency Support Function (ESF) Annexes, which are a component of the NRP that detail the mission, policies, structures, and responsibilities of Federal agencies for coordinating resource and programmatic support to the States, tribes, and other Federal agencies or other jurisdictions and entities during Incidents of National Significance. Each ESF Annex identifies the ESF coordinator and the primary and support agencies pertinent to the ESF. The primary agency serves as a Federal executive agent under the Federal Coordinating Officer to accomplish the ESF mission. Support agencies, when requested by the DHS or the designated ESF primary agency, are responsible for conducting operations using their own authorities, subject-matter experts, capabilities, or resources. USDA-FS is the coordinator and primary agency for ESF #4 – Firefighting. Other USDA-FS and DOI responsibilities are:

ESF Support Annex	USDA-FS Role	DOI Role
# 1 Transportation	Support	Support
# 2 Communications	Support	Support
# 3 Public Works and Engineering	Support	Support
#4 Firefighting	Coord. & Primary	Support
# 5 Emergency Management	Support	Support
# 6 Mass Care, Housing, and Human		
Services	Support	Support
#7 Resource Support	Support	
# 8 Public Health and Medical Services	Support	
# 9 Urban Search and Rescue	Support	
# 10 Oil and HazMat Response	Support	Support
# 11 Agriculture and Natural Resources		Primary
# 12 Energy		Support
# 13 Public Safety and Security	Support	Support
# 14 Long-term Community Recovery		
and Mitigation		Support
#15 External Affairs		Support

### Non-Stafford Act Non-Wildland Fire Coordination and Cooperation

In an actual or potential Incident of National Significance that is not encompassed by the Stafford Act, the President may instruct a Federal department or agency, subject to any statutory limitations on the department or agency, to utilize the authorities and resources granted to it by Congress. In accordance with Homeland Security Presidential Directive-5, Federal departments and agencies are expected to provide their full and prompt cooperation, available resources, and support, and appropriate and consistent with their own responsibilities for protecting national security.

2006 Changes 07-10 Release Date: January 2006

### **International Wildland Fire Coordination and Cooperation**

# U.S. - Mexico Cross Border Cooperation on Wildland Fires

In June of 1999, the Department of Interior and the Department of Agriculture signed a Wildfire Protection Agreement with Mexico. The agreement has two purposes:

- To enable wildfire protection resources originating in the territory of one country to cross the United States-Mexico border in order to suppress wildfires on the other side of the border within the zone of mutual assistance (10 miles/16 kilometers) in appropriate circumstances.
- To give authority for Mexican and U.S. fire management organizations to cooperate on other fire management activities outside the zone of mutual assistance.

National Operational Guidelines for this agreement, are located in Chapter 40 of the *National Interagency Mobilization Guide*. These guidelines cover issues at the national level and also provide a template for those issues that need to be addressed in local operating plans. The local operating plans identify how the agreement will be implemented by the GACCs (and Zone Coordination Centers) that have dispatching responsibility on the border. The local operating plans will provide the standard operational procedures for wildfire suppression resources that could potentially cross the U.S. border into Mexico.

# U.S. - Canada, Reciprocal Forest Firefighting Arrangement

Information about United States - Canada cross border support is located in Chapter 40 of the *National Interagency Mobilization Guide*. This chapter provides policy guidance, which was determined by an exchange of diplomatic notes between the U.S. and Canada in 1982. This chapter also provides operational guidelines for the Canada – U.S. Reciprocal Forest Fire Fighting Arrangement. These guidelines are updated yearly.

#### U.S. - Australia/New Zealand Wildland Fire Arrangement

Information about United States - Australia/New Zealand support is located in Chapter 40 of the *National Interagency Mobilization Guide*. This chapter provides a copy of the arrangements signed between the U.S. and the states of Australia and the country of New Zealand for support to one another during severe fire seasons. It also contains the Annual Operating Plan that provides more detail on the procedures, responsibilities, and requirements used during activation.

### **International Non-Wildland Fire Coordination and Cooperation**

# **International Disasters Support**

Federal wildland fire employees may be requested through the Forest Service, to support the U.S. Government's (USG) response to international disasters by serving on Disaster Assistance Response Teams (DARTs). A DART is the operational equivalent of an ICS team used by the U.S. Agency for International

Development's Office of Foreign Disaster Assistance (OFDA) to provide an onthe-ground operational capability at the site of an international disaster. Prior to being requested for a DART assignment, employees will have completed a weeklong DART training course covering information about:

- USG agencies charged with the responsibility to coordinate USG responses to international disaster.
- The purpose, organizational structure, and operational procedures of a DART.
- How the DART relates to other international organizations and countries during an assignment. Requests for these assignments are coordinated through the FS International Programs, Disaster Assistance Support Program (DASP).
- DART assignments should not be confused with technical exchange activities, which do not require DART training. More information about DARTs can be obtained at the FS International Program's website: <a href="http://www.fs.fed.us/global/aboutus/dasp/welcome.htm">http://www.fs.fed.us/global/aboutus/dasp/welcome.htm</a>.

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2006 Changes 07-12 Release Date: January 2006

#### **International Cooperation**

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- To give authority for Mexican and U.S. fire management organizations to cooperate on other fire management activities outside the zone of mutual assistance.

National Operational Guidelines are being developed for this agreement, which will be put into the *National Interagency Mobilization Guide*. These guidelines cover issues at the national level and also provide a template for those issues that need to be addressed in local operating plans. The local operating plans identify how the agreement will be implemented by the GACCs (and Zone Coordination Centers) that have dispatching responsibility on the border. The local operating plans will provide the standard operational procedures for wildfire suppression resources that could potentially cross the U.S. border into Mexico.

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2006 Changes 07-14 Release Date: January 2006